

Report Part Title: APPENDIX A EXAMPLE (NOTIONAL) STRATEGY * * * * *

Report Title: STRATEGIC PLANNING AND THE DRUG THREAT

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Published by: Strategic Studies Institute, US Army War College (1997)

Stable URL: <https://www.jstor.org/stable/resrep12084.16>

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APPENDIX A

EXAMPLE (NOTIONAL) STRATEGY

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Copy No. _____
Executive Committee,
Olympia HIDTA
Seattle, Washington
30 August 2000

OLYMPIA HIGH INTENSITY DRUG TRAFFICKING AREA (HIDTA) STRATEGY OLYMPIA 2005

I. INTRODUCTION.

A. This document represents the Olympia HIDTA strategy for the 5-year period beginning in FY 2001. By HIDTA Committee policy, this strategy will be reviewed, and evaluated annually, during the third quarter of the Fiscal Year (FY).

B. The Olympia HIDTA was established in 1997 by the Director, ONDCP after consultation with the U.S. Attorney General, heads of National Drug Control Program Agencies, and the governor of Washington. The Olympia HIDTA consists of the seven Washington counties of Thurston, Pierce and Yakima in the south; King and Snohomish in the center; and Skagit and Whatcom (on the border) in the north. They extend eastward from the eastern side of Puget Sound running 125 miles northward from Tacoma through Seattle to Blain on the border with Canada. It includes the Yakima River valley which extends to the southeast from the Tacoma-Seattle area.

C. The HIDTA is operated under the aegis of the HIDTA Executive Committee. It has a collocated staff which includes an administrative headquarters group, a Communications and Support Center, and an Intelligence Group. Four Task Forces are located in Seattle, Tacoma, Yakima, and Blaine. The Olympia Executive Committee meets quarterly and on call. The current chairman is Sheriff Jane Summers and the HIDTA director is William Dickerson, DEA.

D. The range of HIDTA task force activities in the past year has included drug interdiction, drug trafficking and financial crime investigations, support for prosecutions, and drug abuse prevention initiatives.

II. THE OLYMPIA STRATEGIC ENVIRONMENT. (See Annex A, HIDTA Threat Assessment.) [omitted]

A. *The citizens of the OLYMPIA HIDTA have an interest in:*

1. Healthy children, free of the burden of substance abuse.
2. Safe streets, free of violent crime and gang activity.
3. A Northwest region resistant to illicit drug importation and throughput.
4. An educated adult citizenry—resistant to illicit drug abuse.
5. An effective drug treatment program within the HIDTA region.

B. *Significant General Factors Affecting HIDTA Interests:*

1. The Olympia HIDTA area represents a major gateway for drugs to enter the United States from Canada, Latin America, and Asia. It is also a hub for distribution of illicit drugs throughout the United States. The HIDTA has a large, drug-dependent population.

2. The Seattle-Tacoma area is the most important economic and cultural hub in the Northwest region of the United States. The SeaTac International Airport is a major trans-shipment point for U.S. international trade with the countries of the Pacific rim. After Los Angeles, the area is the second largest commercial container shipping area in the United States. The Ports of Seattle and Tacoma process annually nearly 3 million containers, and this throughput is continuing to grow annually. About 5,000 of the 7,000 commercial vessels arriving annually in the Pacific Northwest pass through ports in source countries in Asia. The high density of international trade has made the region vulnerable to illicit drug trafficking, and drug traffickers have taken advantage of this factor.

3. The HIDTA region is a significant marine smuggling target for vessels coming from the Far East, Southern California, and Latin America. Smuggling organizations operate from Canada and the Pacific Northwest. The Puget Sound region has hundreds of marinas and isolated coves, and about 170 remote islands in Northwestern Washington. These islands are located in San Juan County and have been traditional points for smuggling operations. There are no specific lines of operation or choke points to facilitate concentrating law enforcement assets; the border with Canada is open and without barriers to impede traffic. Water obstacles are used to advantage by smugglers who use small and large water craft for illicit drug trade. Local roads facilitate smuggling operations.

4. Over 3 million people live in the Olympia HIDTA area. In the past 4 years the region has experienced a growing epidemic of drug-related crime and drug abuse. Emergency room visits related to drug abuse have increased by 25 percent over the last 3 years, and drug-related admissions are 50 percent higher than the national average (1999 figures). Area demand for opium products has held steady in the past 4 years, sparking local opium production (indoors). Methadone treatment programs have not had any significant impact on the demand for heroin-opium products. The Washington Division of Alcohol and Substance Abuse

advises that 14 percent of the state population has a chemical dependency. Drug-related deaths are higher in the HIDTA area than the national rate and hospital overdose admissions are 75 percent higher than the rest of the nation.

C. Law Enforcement and Crime Factors Affecting HIDTA Interests:

1. External Factors.

a. Drugs. Illicit drugs entering the HIDTA region are predominantly heroin (from Latin America and Far East), marijuana (from Northern California, Canada, and Mexico), cocaine (via Latin America), hashish (Southwest Asia), and methamphetamine (from Mexico and California). Foreign-based drug traffickers are using the Blaine border crossing on the border with Canada, and the Yakima Valley agricultural region as the principal points of infiltration and transshipment. Illegal aliens coming north from Mexico bring Mexican black tar and brown powder heroin and cocaine into Yakima Valley for storage and transshipment to other regions of the United States. Asian gangs have been active importing heroin via Blaine for sales in Tacoma-Seattle and transport to the south and east. Cocaine and Latin American-produced heroin are mostly routed from Andean countries, usually via Mexico, to California, and then to Yakima Valley for distribution by Mexican drug criminals and local gangs.

b. Crime.

(1) The Mexicans. The predominant foreign drug trafficking organization in the HIDTA region is the Northern branch of the Pena-Martinez organization. The patron, Oscar Pena-Martinez is based in the town of Uruapan, state of Michoacan, Mexico, located about 180 miles west of Mexico City. All of the Mexican heroin is processed in Mexico, then shipped to market. The Pena-Martinez gang has a well-established forward-based organization operating at two identified locations in Seattle. Through his control of migrants in the Yakima Valley, and a loose alliance with Seattle gangs, Pena-Martinez has become an efficient importer of Mexican heroin, methamphetamine and Colombian cocaine and heroin. It appears that most illicit drugs are smuggled in cars and trucks on a continuing basis throughout the year. Pena-Martinez appears to have ceded marijuana trafficking to U.S. criminal groups. In attempting to attack the problem at its source over the past 5 years, cooperative initiatives with Mexican Federal and state law enforcement officials have consistently failed.

(2) The Asians. Asian gangs in Korea and Hawaii have been active in smuggling crystal (ice) methamphetamine and heroin into the HIDTA region. Such drugs have been intercepted on vessels and in the mail system. A recent take-down of ice traffickers from Hawaii found that they were shipping one hundred kilo quantities of ice via containerized cargo into Tacoma-Seattle for nation-wide distribution. Thai marijuana and hashish smuggling organizations off-load mother ships in the Puget Sound region to make use of marinas and isolated coves, and islands. Also, immediately prior to China's acquisition of Hong Kong, numerous Hong Kong-based criminals immigrated to British Columbia. These criminals have been actively importing SEA heroin for sales in Canada and the United States. Little is yet known about these gangs, and Canadian officials have been unable to significantly curtail these operations.

2. Internal Factors.

a. Criminals. Locally-based criminals have been active in the past 2 years growing marijuana and opium poppies indoors throughout the 7-county region. Prosecutions for heroin trafficking have increased nearly 200 percent over the past 4 years. Violent crime is part of the turf wars among drug dealers and the large drug trafficking organizations. Afro-American Crips and Blood gang members have been operating in the Seattle-Tacoma area for over 10 years. Violence in the form of street killings has directly resulted from turf wars over crack cocaine and methamphetamine markets. Violent crime is also routine with users who must support drug habits with rip-off money. Though the youth population has decreased by 5 percent, violent crime by youths has doubled over the past 10 years. About 100 youth gangs have been identified in the HIDTA region (but only ten of these are responsible for half of the killings). A recent survey indicated that 25 percent of HIDTA teenagers carried a gun to school within the past year.

b. Heroin. There has been approximately a 50 percent increase in availability of back tar heroin as observed by police in Tacoma; Seattle police have made similar reports. The seven seizures of back tar heroin in the HIDTA region (1999), for a total of nearly 470 pounds, indicates that the area is a likely transshipment region as well as a lucrative market. The purity of heroin in the HIDTA region has increased significantly over the past 9 years. In 1990, the purity of heroin imports averaged between 60 and 80 percent. Today in the HIDTA area, the average is about 90 percent, leading to expected criminal and health outcomes. In-hospital admissions for heroin overdose have increased by 45 percent over last year, and the region now suffers 7 heroin deaths per 100 thousand people each year. In 1998, the seven county area suffered 195 heroin overdose deaths; preliminary figures for the first half of 1999 appear that these annual figures will be surpassed.

c. Cocaine. Cocaine continues as a popular illicit drug. There has been a 40 percent increase in cocaine overdose deaths from 1997 to the end of 1998. To June 30, 45 cocaine deaths have been reported by local hospitals, indicating a potential annual figure for 1999 that may approach 100 deaths. The HIDTA area is a major storage and transshipment area for cocaine going to Canada and the Midwestern United States. Canadian marijuana is often exchanged for cocaine, and then peddled in Canadian markets.

d. Methamphetamine. DEA estimates that 75 percent of the meth entering the HIDTA region is the result of Mexican and California-based (motorcycle gang) smuggling operations. But, there has been an increase in discovering local production labs: 1998, 4 labs; 1999 through second quarter, 9 labs. Hydriodic acid and other essential chemicals are increasingly being interdicted at the Canadian border. Precursor chemicals penetration via the Canadian border are becoming a serious threat to the HIDTA region. The port of entry at Blaine, Washington has reported a ten-fold increase in the confiscation of precursor and essential chemicals over the past 2 years. With increasing threats from both Mexican trafficking organizations and local labs, it is anticipated that there will be a greater danger to the population from methamphetamine in the next few years.

e. Marijuana. Marijuana is increasingly being grown indoors in Canada, then smuggled into the United States in direct competition with California, Oregon and Washing -

ton growers. Last year, the DEA Domestic Cannabis Eradication Program supported a major counter-marijuana program in the HIDTA. About 31,000 plants were eradicated in some 345 indoor nursery operations. Local growing is so successful that Washington state now exports Marijuana to Hawaii and elsewhere in the United States.

III. NATIONAL POLICY AND STRATEGIC GUIDANCE.

A. *Vision, Intent, Missions.* The President has said that our common purpose is to reduce illegal drug use and its consequences in America. His long-range vision for this effort is the effective prevention of illicit drug use by Americans; quality and readily available drug treatment; dedicated and energetic citizens working to counter drug abuse and drug crime; and effective and cooperative law enforcement and defense agencies effective against drug trafficking and drug crime.

B. *Policy Guidance, Goals and Objectives.* The National Drug Control Strategy identifies five goals. Because of the strategic environment of the Pacific Northwest, all five of these goals apply to the Olympia HIDTA.

1. Motivate youth to reject illegal drugs and substance abuse.
2. Increase the safety of America's citizens by substantially reducing drug-related crime and violence.
3. Reduce health, welfare, and crime costs resulting from illegal drug use.
4. Shield America's air, land, and sea frontiers from the drug threat.
5. Break foreign and domestic drug sources of supply.

C. *Primary HIDTA Objective.* The primary objective of the HIDTA program falls under Goal 2: Improve the ability of the HIDTA to counter drug trafficking.

IV. STRATEGIC OBJECTIVES

A. *Vision Statement.* The HIDTA Executive Committee foresees a Northwest Region effective in its resistance to drug trafficking, drug distribution, and drug abuse, and a region of citizens that enjoy a safe and healthful community environment, free of the scourge of illicit drugs.

B. *Intent.* The HIDTA Executive Committee intends to put drug criminals in jail and shut down major drug operations with coordinated, multiagency task force intelligence, investigations, prosecutions, and other initiatives; the HIDTA intends to develop and sustain effective

anti-drug education programs for children and adults; and it intends to achieve effective drug rehabilitation programs via regional government and private groups.

C. Mission Statement. The Olympia HIDTA coordinates and provides funding support to the HIDTA multiagency task forces to dismantle or severely disrupt major regional and local traffickers of illicit drugs; facilitates the flow of intelligence information among member agencies; assists regional public and private health agencies to reduce the demand for illicit drugs and improve rehabilitation programs.

D. Strategic Objectives.

1. Dismantle illicit drug trafficking and distribution organizations so that the Pena-Martinez organization is disestablished by the end of FY 2002, and no other large organization has replaced it through the end of the strategy planning period (30 September 2005).

2. Promote an effective anti-drug education program for children and adults of the region so that the percent of children using drugs is reduced from 12 percent to 10 percent by 30 September 2002; reduced incrementally to 1 percent by 2005. Adult usage rates should demonstrate an annual, incremental reduction from the current 17 percent to 5 percent by 2005.

3. Increase the effectiveness of drug rehabilitation programs with priority to the criminal justice system programs to reduce the recidivism rate from 85 percent to under 50 percent by 2005. Mid-point goal for 30 September 1993 is 65 percent.

4. Increase the effectiveness of drug interdiction in the HIDTA region as measured by a 15 percent increase of the street prices of drugs and a 40 percent drop in drug-related hospital admissions in the Seattle-Tacoma area through 2005.

V. CONCEPTS for OPERATIONS and/or PROGRAMS.

A. Intelligence Group. To dismantle illicit drug trafficking and distribution organizations and increase the effectiveness of drug interdiction efforts, intelligence sharing among Federal, state and local agencies will be improved. The Intelligence Group will be strengthened with six additional analysts (two from the National Guard) to provide increased case support and analytical services for investigations, and to provide information about large drug trafficking organizations in the region. The Intelligence Group will complete the process of consolidating intelligence within the Intelligence Group database by the end of FY 2001. The Greater Olympia HIDTA-wide Strategic Information Network (GOHSIN) will be completed by the end of FY 2002, with terminals supporting local police departments lacking intelligence units and task force participation.

B. Campaign Chill Blaine. Counter-smuggling Campaign "Chill-Blaine" will be conducted for the 3-year period FY 2001 through 2003 to decrease the incidence of drug-related violent

crime, drug smuggling and drug trafficking. The campaign will be in three phases. *Phase I, Operation "Black Diamond,"* 1 October 2000 through 30 June 2001, will take drug crime off the streets of metropolitan Seattle and Tacoma and place emphasis on citizen and local police neighborhood cooperation and education programs. *Phase II, "Operation White Swan,"* 1 May 2001 through 1 March 2002, will focus on investigations of countering drug criminals in the Yakima Valley region and interdiction efforts along the Interstate 90 corridor. *Phase III, "Operation Nighthawk,"* 1 May 2002 through 30 August 2003, will focus on the northern border with Canada from Blaine westward to Nighthawk; during Nighthawk operations along the border to reduce smuggling and incidents of port running, interdiction operations will continue along Interstate Highways 90 and 5. Campaign Chill Blaine success will be measured by a 15 percent reduction in the incidents of violent crime in metropolitan Seattle and Tacoma, a 15 percent increase in the street prices of drugs, and by a 40 percent reduction in the number of drug-related emergency room admissions throughout the HIDTA by 1 October 2003.

C. Task Force Support. Law enforcement-unique equipment, to include an electronic wire intercept facility, will be made available with priority to all HIDTA task forces. Task forces within the HIDTA will be reinforced with additional intelligence support, HIDTA funding, military operational and non-operational support.

D. Demand Reduction. A comprehensive, HIDTA-wide demand reduction program will be developed, integrating the resources and skills of local government and private organizations, mutually supported by local, state and HIDTA funding. Washington Army National Guard will be the coordinator for support activities for this program.

E. Criminal Justice System. Drug courts and related treatment programs will be extended to include all eligible defendants using multiagency planning and programming to support a long-range program for the region.

F. Asset Forfeiture. A comprehensive asset forfeiture program will be continued that targets major area drug organizations with the purpose of damaging their financial capabilities.

X. (Additional Concepts as required.)

VI. RESOURCES.

A. Director's Resource and Budgeting Guidance. HIDTA resource requirements are projected for the next Fiscal Year, and the following four years thereafter, to give a picture of the expected long-range costs of the HIDTA programs. Programs will be reviewed annually to determine their effectiveness in meeting HIDTA objectives; the objectives and concepts of

programs that demonstrate an inability to meet objectives will be reviewed for necessary changes or elimination from HIDTA funding.

B. Asset Forfeiture Funds. The 5-year average annual input of forfeiture assets made available to the HIDTA has been \$870K. For planning the support of this strategy, the HIDTA will assume receiving \$850K in assets forfeiture resources during FY 2001, and the four years following. Failure to receive this amount will require adjustment to the strategy budget.

C. Strategy Resource Requirements, FY 2001 through 2005:

1. Intelligence Group Operations and Enhancements \$815K for FY 2001. For the period FY 2001 through 2005, \$325K in salaries for FY2001, increasing to \$350K by FY 2005, plus \$85K additional will be required each year to support temporary hire of two additional analysts for the Intelligence Group; data base consolidation process will require \$110K during FY 2001, and \$3K maintenance costs for each of FY 2002 through 2005. The GOHSIN network requires an annual contract fee of \$200K for FY 2001-3, and \$85K for FY 2004 and 2005. Operations and Maintenance requires \$70K each year through FY 2002, increasing to \$85K through FY 2005. A contingency fund for TDY and conferences and the Intelligence Group Director's discretionary account is \$25K for FY 2001-02, increasing to \$35K by FY 2005. Total cost over the 5-year planning period for Intelligence Group is \$3532K. See budget display (Figure 27).

- 2. Law Enforcement New Equipment . . .
- 3. Task Force Enhancements . . .
- 4. Overtime requirement for major investigations . . .
- 5. Training funds . . .
- 6. Maintenance of equipment . . .
- 7. Education and Rehabilitation programs . . .
- 8. Asset forfeiture use . . .
- 9. Administrative/infrastructure support . . .
- X. (Additional requirements as identified.)

D. Resource Requirements by major program: (See Figure 27, Intelligence Group.)

E. Olympia HIDTA Strategy Recapitulation: (See Figure 26, Olympia HIDTA Five Year Projection.)

Strategy Resource Requirements: INTELLIGENCE GROUP					
Objective 1: Dismantle illicit drug trafficking and distribution organizations. . .					
Objective 4: Increase effectiveness of drug interdiction. . .					
Resource Structure Costs (\$K)					
FY 2001: \$815k					
Five Year Projection: \$3532k					
Program	FY2001	FY2002	FY2003	FY2004	FY2005
Salaries	\$ 325	\$ 330	\$ 340	\$ 345	\$ 350
Actl Arly	85	85	85	85	85
Data Base	110	3	3	3	3
GCHSIN	200	200	200	85	85
C&M	70	70	75	75	85
TDY & Conf	25	25	30	35	35
Totals	815	713	733	628	643

Figure 27. Intelligence Group.

VI. STRATEGY REVIEW.

A. The HIDTA Director will conduct a staff review of Olympia 2005 in August 2001 to establish the effectiveness of the objectives and concepts of the strategy, and to assess available resources to support the strategy as currently structured. Based on this assessment, the strategy will be revised and disseminated to all HIDTA activities not later than 15 September 2005.

B. Programs and operations that prove unable to meet the measurable objectives of the strategy will be deleted from the strategy, or modified to meet HIDTA expectations of effectiveness, timeliness, and economy.

C. The Strategy Review will serve as the basis for budget requests for the following fiscal year.

Strategy Resource Requirements OLYMPIA HIDTA Five Year Projections: \$____(K)					
Program	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005
Intelligence Gp	\$ 815	\$ 713	\$ 733	\$ 628	\$ 643
Com & Spt Ctr	_____	_____	_____	_____	_____
TF Blaine	_____	_____	_____	_____	_____
TF Seattle	_____	_____	_____	_____	_____
TF Tacoma	_____	_____	_____	_____	_____
TF Yakima	_____	_____	_____	_____	_____
Ex Com Spt	_____	_____	_____	_____	_____
Drug Ed & Rehab	_____	_____	_____	_____	_____
Admin Spt	_____	_____	_____	_____	_____
Pers Overtime	_____	_____	_____	_____	_____
Training	_____	_____	_____	_____	_____
Maintenance	_____	_____	_____	_____	_____
Conferences	_____	_____	_____	_____	_____
Contingency	_____	_____	_____	_____	_____
FY Totals (\$K)	_____	_____	_____	_____	_____

Figure 28. Olympia HIDTA Five Year Projection.